

84TH CONGRESS  
1ST SESSION

# S. 1805

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## IN THE SENATE OF THE UNITED STATES

APRIL 26 (legislative day, APRIL 25), 1955

MR. MCCLELLAN introduced the following bill; which was read twice and referred to the Committee on Government Operations

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## A BILL

To amend the Legislative Reorganization Act of 1946 to provide for more effective evaluation of the fiscal requirements of the executive agencies of the Government of the United States.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*  
3       That section 138 of the Legislative Reorganization Act of  
4       1946, as amended, is hereby amended to read as follows:

5               “JOINT COMMITTEE ON THE BUDGET

6       “SEC. 138. (a) There is hereby created a joint service  
7       committee, to be known as the Joint Committee on the  
8       Budget (hereinafter in this section called the ‘joint commit-  
9       tee’) and to be composed of fourteen members as follows:  
10       “(1) Seven Members who are members of the Com-

1 mittee on Appropriations of the Senate, four from the  
2 majority party and three from the minority party, to be  
3 chosen by such committee; and

4 “(2) Seven Members who are members of the Com-  
5 mittee on Appropriations of the House of Representatives,  
6 four from the majority party and three from the minority  
7 party, to be chosen by such committee.

8 “(b) No person shall continue to serve as a member  
9 of the joint committee after he has ceased to be a member  
10 of the committee from which he was chosen, except that  
11 the members chosen by the Committee on Appropriations  
12 of the House of Representatives who have been reelected to  
13 the House of Representatives may continue to serve as  
14 members of the joint committee notwithstanding the expira-  
15 tion of the Congress. A vacancy in the joint committee  
16 shall not affect the power of the remaining members to  
17 execute the functions of the joint committee, and shall be  
18 filled in the same manner as the original selection, except  
19 that (1) in case of a vacancy during an adjournment or  
20 recess of Congress for a period of more than two weeks, the  
21 members of the joint committee who are members of the  
22 committee entitled to fill such vacancy may designate a  
23 member of such committee to serve until his successor is  
24 chosen by such committee, and (2) in the case of a vacancy  
25 after the expiration of a Congress which would be filled

1 from the Committee on Appropriations of the House of  
2 Representatives, the members of such committee who are  
3 continuing to serve as members of the joint committee, may  
4 designate a person who, immediately prior to such expira-  
5 tion, was a member of such committee and who is reelected  
6 to the House of Representatives, to serve until his suc-  
7 cessor is chosen by such committee.

8       “(c) The joint committee shall elect a chairman and  
9 vice chairman from among its members at the first regular  
10 meeting of each session: *Provided, however,* That during  
11 even years the chairman shall be selected from among the  
12 members who are Members of the House of Representatives  
13 and the vice chairman shall be selected from among the  
14 members who are Members of the Senate, and during odd  
15 years the chairman shall be selected from among the mem-  
16 bers who are Members of the Senate and the vice chairman  
17 shall be selected from among the members who are Members  
18 of the House of Representatives.

19       “(d) The joint committee may make such rules respect-  
20 ing its organization and procedures as it deems necessary:  
21 *Provided, however,* That no measure or recommendation  
22 shall be reported from the joint committee unless a majority  
23 of the committee assent.

24       “(e) It shall be the duty of the joint committee—

25       “(1) (A) to inform itself on all matters relating

1 to the annual budget of the agencies of the United States  
2 Government, including analytical, investigative, audit,  
3 and other reports on Federal operations prepared by the  
4 General Accounting Office pursuant to section 312 of the  
5 Budget and Accounting Act, 1921, the Government  
6 Corporation Control Act, and section 206 of the Legis-  
7 lative Reorganization Act of 1946, and by other Federal  
8 agencies; (B) to provide the Committee on Appropria-  
9 tions of the House of Representatives and the Committee  
10 on Appropriations of the Senate with such information  
11 on items contained in such budget, and the justifications  
12 submitted in support thereof, as may be necessary to  
13 enable said committees to give adequate consideration  
14 thereto; (C) to consider the President's messages on the  
15 state of the Union and the Economic Report, to consider  
16 all information relating to estimated revenues, including  
17 revenue estimates of the Department of the Treasury  
18 and the Joint Committee on Internal Revenue Taxation,  
19 to consider essential programs, and to consider changing  
20 economic conditions; and (D) to report to the Appro-  
21 priations Committee of the House of Representatives  
22 and the Senate its findings with respect to budget esti-  
23 mates and revisions in appropriations required to hold

1 expenditures to the minimum consistent with the require-  
2 ments of Government operations and national security;

3 “(2) to recommend to the appropriate standing  
4 committees of the House of Representatives and the  
5 Senate such changes in existing laws as may effect  
6 greater efficiency and economy in government;

7 “(3) to make such reports and recommendations  
8 to any standing committee of either House of Congress  
9 or any subcommittee thereof on matters within the  
10 jurisdiction of such standing committee relating to devia-  
11 tions from basic legislative authorization, or to appro-  
12 priations approved by Congress which are not con-  
13 sistent with such basic legislative authorization, or to  
14 cut-backs in previously authorized programs which re-  
15 quire appropriations, as may be deemed necessary or  
16 advisable by the joint committee, or as may be requested  
17 by any standing committee of either House of Congress  
18 or by any subcommittee thereof;

19 “(4) to report to the Committees on Appropria-  
20 tions of the House of Representatives and the Senate at  
21 the beginning of each regular session of the Congress the  
22 total estimated costs of all programs and projects au-

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1       thorized by the Congress, together with estimated costs  
2       of such programs and projects during the fiscal year  
3       underway, the ensuing fiscal year, and subsequent fiscal  
4       years, and to make such interim reports as may be  
5       deemed advisable.

6       “(f) The joint committee, or any subcommittee thereof,  
7       shall have power to hold hearings and to sit and act any-  
8       where within or without the District of Columbia whether  
9       the Congress is in session or has adjourned or is in recess;  
10      to require by subpoena or otherwise the attendance of wit-  
11      nesses and the production of books, papers, and documents;  
12      to administer oaths; to take testimony; to have printing and  
13      binding done; and to make such expenditures as it deems  
14      necessary to carry out its functions within the amount appro-  
15      priated therefor. Subpenas shall be issued under the signa-  
16      ture of the chairman or vice chairman of the committee and  
17      shall be served by any person designated by them. The pro-  
18      visions of sections 102 to 104, inclusive, of the Revised Stat-  
19      utes (U. S. C., title 2, secs. 192-194) shall apply in the case  
20      of any failure of any witness to comply with any subpoena or  
21      to testify when summoned under authority of this section.

22      “(g) The joint committee shall have a staff director, an  
23      associate staff director, and such other professional, technical,  
24      clerical, and other employees, temporary or permanent, as  
25      may be necessary to carry out the duties of the joint com-

1 mittee. Such employees shall be employed without regard  
2 to the civil-service laws, and their compensation shall be  
3 fixed without regard to the Classification Act of 1949, as  
4 amended. The staff director shall be appointed by and  
5 responsible to the members of the party of which the chair-  
6 man of the joint committee is a member, and the associate  
7 staff director shall be appointed by and responsible to the  
8 members of the opposition party. No person shall be em-  
9 ployed by the joint committee unless the members appointing  
10 him have favorably considered the data with respect to him  
11 submitted by the Federal Bureau of Investigation after a  
12 thorough investigation of his loyalty and security.

13       “(h) The joint committee shall make available mem-  
14 bers of its staff to assist the staffs of the Committees on  
15 Appropriations of the House of Representatives and of the  
16 Senate and the several subcommittees thereof during the  
17 periods when appropriation bills are pending.

18       “(i) Professional and technical employees of the joint  
19 committee, upon the written authority of the chairman or  
20 vice chairman, shall have the right to examine the fiscal  
21 books, documents, papers, and reports of any agency of the  
22 United States Government within or without the District  
23 of Columbia, and data related to proposed appropriations  
24 incorporated in the annual budget transmitted by the  
25 President.

1       “(j) The annual budget of the United States shall hence-  
2       forth include a special analysis of all active long-term con-  
3       struction and development programs and projects authorized  
4       by the Congress, showing for each the total estimated cost,  
5       and the actual or estimated expenditures during prior fiscal  
6       years, the current fiscal year, the ensuing fiscal year, and  
7       subsequent fiscal years. All grant-in-aid programs shall be  
8       included in this analysis, in a separate grouping, showing  
9       under the heading ‘Subsequent Fiscal Years’ for grants of  
10      indefinite duration the estimated annual cost for a ten-year  
11      period.

12      “(k) Qualified members of the staff of the Bureau of  
13      the Budget shall, at the request of the Committee on Ap-  
14      propriations of the House of Representatives or the Senate,  
15      or any subcommittee thereof, be assigned to attend executive  
16      sessions of the subcommittees of the Appropriations Com-  
17      mittees and to explain the content and basis of proposed  
18      appropriations.

19      “(l) The Comptroller General of the United States  
20      shall, at the request of the chairman of the Joint Committee  
21      on the Budget, make such investigations and reports with  
22      respect to any agency as will enable such joint committee to  
23      give adequate consideration to items relating to such agency  
24      which are contained in the budget as submitted by the  
25      President, and the justifications submitted in support thereof;



1 and, for this purpose, the Comptroller General is authorized  
2 to employ technical and professional personnel without regard  
3 to the civil-service laws, rules, or regulations, and fix their  
4 compensation without regard to the Classification Act of  
5 1949, as amended.

6 “(m) When used in this section, the term ‘agency’  
7 means any executive department, commission, council, inde-  
8 pendent establishment, Government corporation, board, bu-  
9 reau, division, service, office, officer, authority, administra-  
10 tion, or other establishment, in the executive branch of the  
11 Government. Such term includes the Comptroller General  
12 of the United States and the General Accounting Office, and  
13 includes any and all parts of the municipal government of  
14 the District of Columbia except the courts thereof.

15 “(n) There are hereby authorized to be appropri-  
16 ated such sums as may be necessary to carry out the purposes  
17 of this section. Appropriations for the expenses of the joint  
18 committee shall be disbursed by the Secretary of the Senate  
19 upon vouchers signed by the chairman or vice chairman.”

20 SEC. 2. Effective at the beginning of the second regular  
21 session of the Eighty-fourth Congress, section 133 of the  
22 Legislative Reorganization Act of 1946, as amended, is  
23 amended by adding at the end thereof the following new  
24 subsection:

25 “(g) (1) All bills and joint resolutions authorizing ap-

1 appropriations reported from committees of the Senate or the  
2 House of Representatives shall be accompanied by reports  
3 in writing, which shall be printed; and there shall be in-  
4 cluded in each such report or in an accompanying document  
5 an estimate from the department or other agency of the legis-  
6 lative, executive, or judicial branch of the Government  
7 primarily concerned of the probable cost of carrying out the  
8 legislation proposed in such bill or resolution over the first  
9 five-year period of its operation or over the period of its  
10 operation if such legislation will be effective for less than five  
11 years. If the chairman of the committee determines that no  
12 existing department or agency is primarily concerned with  
13 the legislation, the estimate shall be made by the Bureau  
14 of the Budget.

15 “(2) Estimates received from departments or agencies  
16 under this subsection may be submitted by the committees to  
17 the Bureau of the Budget for review, and such reviews, when  
18 practicable, shall be included in the reports or accompanying  
19 documents before said bills and joint resolutions are reported.

20 “(3) The Joint Committee on the Budget shall main-  
21 tain compilations of all such estimates, and semiannually  
22 shall print those compilations (together with any comment  
23 of the Bureau of the Budget) for the information of the  
24 Congress.”

25 SEC. 3. Section 139 of the Legislative Reorganization

1 Act of 1946, as amended, is amended by adding at the end  
2 thereof the following new subsection:

3       “(e) The Joint Committee on the Budget is authorized  
4 to recommend that joint hearings be held by the Committees  
5 on Appropriations of the House of Representatives and the  
6 Senate, and of subcommittees thereof; but such joint hearings  
7 shall not affect the power of the respective committees, and  
8 of subcommittees thereof, to conduct separate additional  
9 committee hearings, and shall not affect the independence of  
10 committee deliberations and decision. The chairman of each  
11 such joint hearing shall be the chairman of the Committee on  
12 Appropriations, or of the appropriate subcommittee thereof,  
13 of the House in which the bill is pending at the time of the  
14 hearing, and the vice chairman shall be the chairman of the  
15 Committee on Appropriations of the other House, or of the  
16 appropriate subcommittee thereof.”

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By Mr. McClellan

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